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ABSTRACT

The document examines the post-secondary educational needs in Coconino County, Arizona and alternative methods for meeting them. Section One discusses community colleges in general and those in Arizona in particular. Section Two presents information on Coconino County, the largest and wealthiest county in the state and one with a population density of only 3.8 persons per square mile, and discusses the educational services available to its inhabitants through Northern Arizona University and Yavapai College. Section Three reports the results of surveys conducted among county voters, high school juniors and seniors, and businesses regarding needs for additional educational services. Section Four describes four alternatives in terms of costs and enrollment projections: (1) maintaining existing educational arrangements, (2) establishing a joint community college district with Yavapai County, (3) establishing a separate and traditional community college district in the county, and (4) establishing a separate and non-traditional (noncampus) community college district in the county. Section Five discusses the advantages and disadvantages of each alternative and recommends establishing a separate non-traditional community college district within Coconino County to meet its post-secondary needs. Eleven tables supplement the text. (LH)

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POST-SECONDARY EDUCATIONAL NEEDS
IN
COCONINO COUNTY

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INTRODUCTION

The authors of this report wish to acknowledge the outstanding work of the Community College Study Committee appointed by the Board of Supervisors of Coconino County. Due in large measure to its effort in collecting data, analyzing costs and supervising the various efforts it has been possible in a very short period of time to produce a comprehensive and factual report at very low cost to the citizens. Appreciation is also due to Jack Smith, County Manager, to his staff and to the Board of Supervisors of Coconino County for their support of the project and for assistance in mailing and tabulating the survey returns.

A special note of thanks is owed to David Habura, graduate student at the University of Arizona who did much of the analysis of the survey data and who prepared the tables and descriptive text in Section 3. He also worked with the two authors on much of the rest of the report.

The views presented in this report are solely those of the consultants. No attempt has been made to incorporate all data or to respond to all of the questions that have been raised. The focus of the report is on those issues considered relevant to the appropriate discharge of Committee responsibilities, and within the professional competencies of the Consultants. We have tried to present information objectively in Sections 1 through 4 of the report. In Section 5 we

have exposed our biases and offered a recommendation to the Committee and through them to the citizens of Coconino County.

We appreciate the opportunity to have been of service.

Richard C. Richardson, Jr.

Raymond E. Schultz

December 27, 1977

SECTION I

COMMUNITY COLLEGES IN THE U.S. AND ARIZONA

The two-year community college in 1977 represents a type of major educational institution on the American higher education scene. There are over 1200 such institutions with a total enrollment in credit courses of over 4 million. Community Colleges represent over one-third of all higher educational institutions in the United States and over one-third of the total higher education enrollment.

States have chosen a variety of ways to provide community college type programs. Kentucky and Nevada are two states which have established community colleges that are operated by their state universities. Minnesota and Georgia have established both a system of limited community colleges and a separate system of post-secondary vocational-technical schools. Arizona is one of a number of states that elected to establish a comprehensive system of community colleges that is separate both from the university and from the elementary-secondary school systems.

How community colleges organize to serve people constitutes another way that they differ. In this respect they range from a traditional campus to which people who desire educational services must come to a non-traditional delivery system where services are taken to people where they work and live.

Whatcom Community College in the state of Washington and the Community College of Vermont, which serves the entire state of Vermont are examples of well developed non-traditional community colleges. The Community Campus of Pima Community College represents such an example in this state.

Until the 1960's it was a frequently held misconception that a community college and a public senior college or university could not prosper in the same community, especially if it was not a metropolis. That assumption has since been proven to be invalid. In numerous communities of moderate size throughout the United States a community college and a public senior college or university are thriving because they complement one another. Table 1 provides information on a number of such institutions.

Status of the Community College in Arizona

The Arizona Community College System has experienced dramatic growth during the past decade. Full-time student equivalent credit enrollment of 15,615 for the 1967-68 academic year had more than tripled by 1976-77 when it was 50,060. During that same period the headcount enrollment for credit courses increased from 23,736 to 94,436. In addition, self-supporting non-credit and summer credit enrollments totaled an additional 68,059 for 1976-77 for a total of 162,495 enrollment by Arizona community colleges during that year.

Nine of Arizona's counties have organized community college districts with fourteen colleges on twenty-two campuses and over 300 off-campus locations. The five counties which do not have

TABLE 1

Medium Sized Communities with Both a Community
College and a Public University

City, State	Population (1975 est.)	University and 1976 Enrollment	Community College (Date Established)	Community College Enrollments 1976 Enrollment (credit)		
				Full-Time	Part-Time	Total
Champaign, Ill.	56,500	Univ. of Illinois (35,117)	Parkland (1967)	2381	3908	6369
Asheville, N.C.	57,700	UNC at Asheville (1,394)	Asheville Tech. Inst. (1961)	967	718	1685
Elizabeth City, N.C.	14,000	Elizabeth City State Univ. (1,629)	College of the Albemarle (1961)	729	371	1100
Eugene, Ore.	76,300	Univ. of Oregon (18,930)	Lane C. C. (1965)	4380	2490	6870
Gainesville, Fla.	64,500	Univ. of Florida (28,189)	Santa Fe C. C. (1966)	5371	1685	7056
Tallahassee, Fla.	71,900	Fla. State Univ. (21,664) and Fla. A. & M. Univ. (5314)	Tallahassee C. C. (1966)	1597	1241	2838
Charlottesville, Va.	38,900	Univ. of Va. (24,620)	Piedmont C. C. (1966)	733	1287	2020
Bellingham, Wa.	39,400	Western Wash. State College (9,198)	Whitcom C. C. (1970)	324	1851	2175
Arcata-Eureka, Ca.	34,000	Humboldt State Univ. (7,651)	College of the Redwoods (1965)	2191	6203	8394
Greeley, Co.	38,900	Univ. of Northern Colorado (10,829)	Alma College (1967)	1455	2086	3541

organized community college districts are: Apache (pop. 46,000), Coconino (pop. 71,000), Gila (pop. 33,300), Greenlee (pop. 11,700), and Santa Cruz (pop. 17,600).¹

The philosophy of the Arizona community college system is a reflection of the purpose of a free democratic society. Because the communities in Arizona differ widely in demographic, economic and geographical characteristics, the community colleges of Arizona are permitted relative autonomy and a variety of curricula to meet the specific needs of people served. Each community college, however, must be committed to the following general objectives:²

1. Offer the first two years of baccalaureate parallel courses.
2. Provide occupational programs in technical, vocational, and paraprofessional fields leading to associate degrees and certificates as well as to provide retraining and upgrading skills.
3. Provide general education for all citizens so that they can perform their personal and professional roles more effectively and exercise their obligations and privileges as citizens more intelligently.
4. Offer programs in continuing education for those who wish to improve professional skills, acquire new ones, or expand their fields of knowledge and interest.
5. Provide academic and occupational counseling including job placement.

¹Arizona Statistical Review, (33rd. annual ed.: Phoenix, Arizona: Valley National Bank of Arizona), September, 1977.

²Arizona State Community College Board of Trustees Statement of Philosophy, (Adopted October 23, 1976).

6. Provide cultural and community service programs for the enrichment of the community, and to encourage the use of community college facilities and services by all citizens of the community for educational and cultural purposes.

Arizona community college enrollments in credit courses are nearly equally divided between (1) university parallel programs (31,791); (2) occupational programs (30,262); and (3) unselected majors (32,383). Individuals in the "unselected major" category are so classified for a variety of reasons. Some are taking needed developmental courses before entering a transfer or occupational program, others are undecided as to a program and take select courses on an exploratory or personal interest basis.

Average enrollments should not mislead people concerning the flexibility available to individual districts. The relative emphasis on the services described above reflect the needs of the residents of the various districts. Thus, if there is little demand for baccalaureate parallel programs in some communities combined with substantial demand for occupational programs, the educational program will be heavily weighted toward the career areas. Not all services need to be offered in all areas. The Arizona Community College law is a model statute for giving local communities the right to determine what they need and how needs shall be met. In no small measure it has been responsible for the enviable position Arizona holds when comparisons are made with the post-secondary educational opportunities in other states.

SECTION II

THE RESOURCES AND EDUCATIONAL SERVICES OF COCONINO COUNTY

Coconino County is the largest in Arizona and the second largest in continental United States. At the same time, the population density of 3.8 persons per square mile is second lowest among Arizona counties and far below the state density of 19.9. It is 126 miles from Flagstaff to Page and 194 miles to Fredonia. These distances present problems in the delivery of educational services. More than sixty percent of the population resides in the southern one-third of the county.

On a per-capita basis, Coconino is the wealthiest county in the state. The 1976-77 net assessed valuation of \$339,743,000 ranks third in absolute value following Maricopa and Pima.¹ The distribution of the tax base is almost the reverse of population distribution with a majority of the revenues coming from the northern half of the county. The fact that nine other counties in the state, all of which have less per capita wealth than Coconino, currently provide community college services in part financed through local tax revenues, raises a serious question about the likelihood that the state as a whole

¹Arizona Statistical Review.

would endorse any solution to the need for community college services in Coconino County that did not involve a reasonable local effort.

The absence of community college services is reflected in the percentage of high school graduates going on to higher education. Coconino county is second lowest in the state. Only Navajo is lower and the figures used in making these comparisons do not take into consideration the impact of Northland Pioneer Community College. Gila, Greenlee and Santa Cruz, which are the only counties besides Coconino not having a community college are located geographically near either a community college, a university, or both.²

The population forecasts of the Arizona Department of Economic Security identify Coconino as the fastest growing county in the state. By 1980 the population is expected to grow to 85,700. By 1990, the projected population of 120,300 will make Coconino third largest in the state, a position it is expected to maintain and enhance through the end of the century. In brief, any needs in terms of educational services which may now exist should be expected to expand as a consequence of economic and population growth.

The most significant resource for meeting needs for post-secondary services in Coconino county is Northern Arizona University. In 1976 more than fifty percent of the high school graduates of the county attended NAU. This was more than twice the percentage of high school graduates from Pima attending the University of Arizona and more than seven times the percentage of high school graduates from

²Data collected by the Committee.

Maricopa attending Arizona State University. To put percentages in perspective it should be noted that in 1976, NAU enrolled 514 entering students from Coconino county. Not all of these would have been graduates from the preceding high school graduating class. Still, the number is impressive.³

In addition to the absolute numbers, NAU has developed or modified its educational programs to respond to community college needs in Coconino county. In the early sixties, the University developed two-year programs in nursing, office administration, civil technology, soils technology, drafting technology, electronics technology and similar offerings. In 1975, an evening division was established to provide additional services to citizens of the local area. Total enrollments for the division have varied between 1,100 and 1,500 students per semester.⁴

Thus, by no means can it be said that NAU has failed to take into consideration the educational needs of the Flagstaff area. At the same time, with all of these efforts and their evident success there still seems to be a significant area of need as documented in the next section of this study. The reasons for the need are evident and can be stated without any implied criticism of the efforts of NAU.

1. NAU has a statewide and regional mission. Because it is financed by all of the people of the state, it must serve all of the

³Committee data

⁴Report from Dr. Calvin James, NAU

people equitably. Preference cannot be given to Coconino county residents in programs of restricted enrollment if better qualified applicants from Maricopa county have requested admission. Similarly, state financed programs and services must be offered at appropriate times and located within reasonable distances of residence halls to serve its state-wide clientele.

2. NAU does not accept the lowest twenty-five percent of high school graduates as shown by high school transcripts. In 1976 this amounted to 224 students from high schools in the County.

3. The evening offerings while well attended provide courses not programs. Many of the courses appear to be more hobby than employment oriented. Finally the courses have to be self-sustaining since it would be improper for the total state to finance a program designed exclusively for Coconino county residents, particularly in light of the fact that other areas tax themselves to provide these services. The result is that courses can be offered only if there is sufficient enrollment to make them economically feasible. Further, the cost of such courses is higher to the students than where local taxes are used to help underwrite a part of the cost.

4. NAU is a university. Certain kinds of occupational programs such as fire services, emergency medical technology, licensed practical nursing, dental assisting and similar programs have been defined in Arizona as community college offerings. Thus, there is no state-wide clientele for such programs and for the reasons mentioned earlier, it would be very difficult and probably unfair for NAU to provide such programs exclusively or primarily for Coconino county residents using funds provided by the Legislature.

A second source of post-secondary educational services in Coconino County is the outreach activities of Yavapai College. After reaching a high of nearly 400 full time student equivalents in 1976, the number declined to approximately 250 in 1977, partly as a result of expanded activities in the continuing education area by NAU. Yavapai offers courses in Fredonia, Flagstaff, Grand Canyon, Kaibeto, Page, Supai/Tuba City and Williams.⁵ The courses offered are dependent upon the availability of qualified local part-time teachers and the ability to find enough students to make the courses economically feasible. These constraints result in offering courses rather than programs and limit the opportunity of residents to put together any sequence of courses leading either to a degree or employment skills.

While the services provided by Yavapai have been valuable in the absence of comprehensive community college services in Coconino county, it would not be realistic to expect the tax payers of Yavapai county to underwrite the costs of providing services to Coconino county. While supervisors of Coconino county provided \$98,800 for community college services in 1977, this is far less than necessary to provide any reasonable level of services. The predictable consequence is that those courses are offered in Coconino county which generate enough income from fees and state reimbursements to cover all costs and to produce some reasonable return for Yavapai College. Since many of the most important community college programs

⁵Report from Dr. Hiseradt, Yavapai College

and services cannot be offered without incurring a deficit, the needs identified by the survey reported in the next chapter follow logically.

NAU has proposed an agreement with Yavapai College to divide responsibilities for post-secondary education in Coconino county. The agreement which has not been executed seems to be an effective device for resolving any jurisdictional disputes which might arise. It does not, however, address the issues of how services should be developed or financed in light of unmet needs.⁶

Finally, high school districts provide a number of important services to the county through community schools and vocational programs. For post-secondary students, however, the focus appears once again to be on continuing education rather than vocational preparation. In addition, the high school districts correctly perceive their primary responsibility as the in-school youth. Post-secondary needs take lower priority contributing to the documented absence of post-secondary opportunities.

⁶Memorandum of Agreement Between Northern Arizona University and Yavapai College, draft dated October, 18, 1977.

SECTION III

POST-SECONDARY EDUCATIONAL NEEDS OF COCONINO COUNTY: A REPORT OF THE SURVEY DATA

During the months of October and November, 1977, the Coconino County Community College Study Committee supervised the distribution and tabulation of returns for three surveys designed by the consultants. The purpose of the Section is to report the results of three surveys which encompassed all registered voter households, all high school seniors and juniors and a majority of businesses and industries within the County. Based on the responses tabulated by the Committee, 2,248 responded to the voters survey, 1,641 to the student survey and 316 to the survey of businesses and industries.

VOTER SURVEY

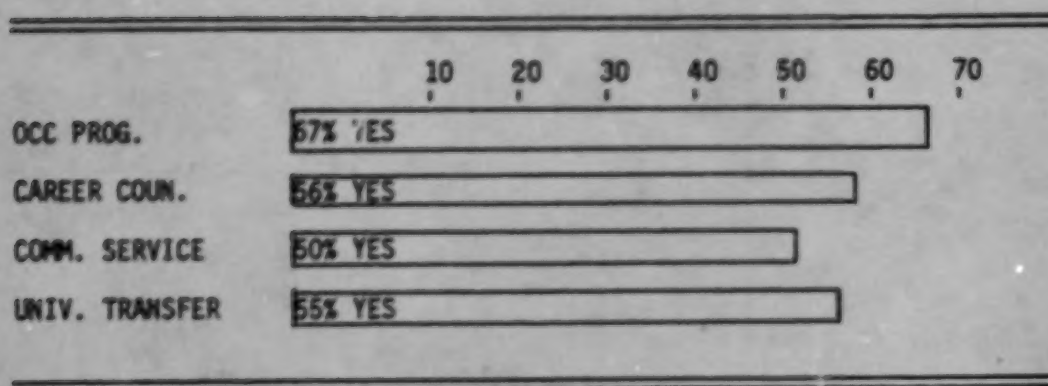
Two questions on the voter survey sought to determine if voters (1) believed there was an unmet need for community college services and (2) whether the respondents would take advantage of the services if they were offered. Voters were queried about 4 community college service areas:

- Occupational Programs
- Career Counseling and Placement
- Community Service Courses
- University Parallel Programs

Unmet Need

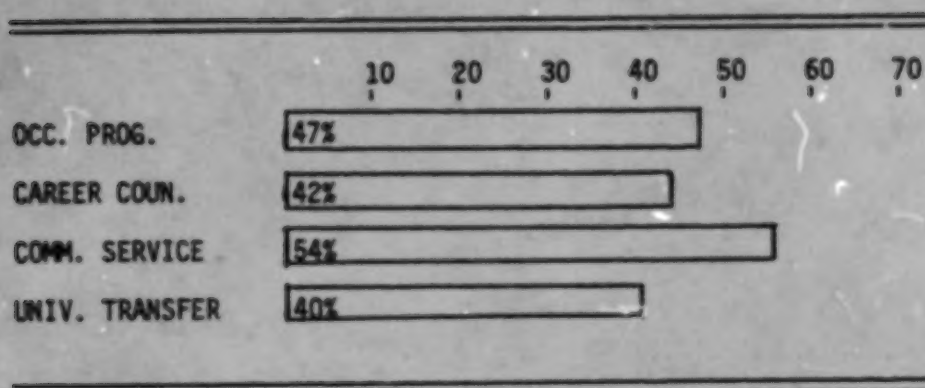
More than half of the respondents believed there was an unmet need for each of the community college services described as indicated in Table 2.

TABLE 2
Percent Responding There Was
an Unmet Need

Use of Services

A large proportion of the respondents indicated that they or a member of their family would be likely to enroll in community college programs or services if they were offered. Table 3 provides this information.

TABLE 3
Percent Indicative They or Family Member
Would Be Likely to Enroll



Variation Among Communities

It should be stressed that within the county there was considerable variation among communities in terms of the level of interest and the particular mix or combination of community college services that would meet community needs. Charts A and B shows these variations. This variation is not unusual and is to be expected when the composition of communities differs as much as it does in Coconino County. This situation calls for a unique approach to each community, one designed around its needs.

Program Priorities

Some interesting comparisons develop when we attempt to determine program priorities. Before summarizing the data we should observe that because of the nature of the services, we would expect fewer people to become full time students in occupational or university parallel programs than would participate in typically shorter

CHART A

Unmet Need?

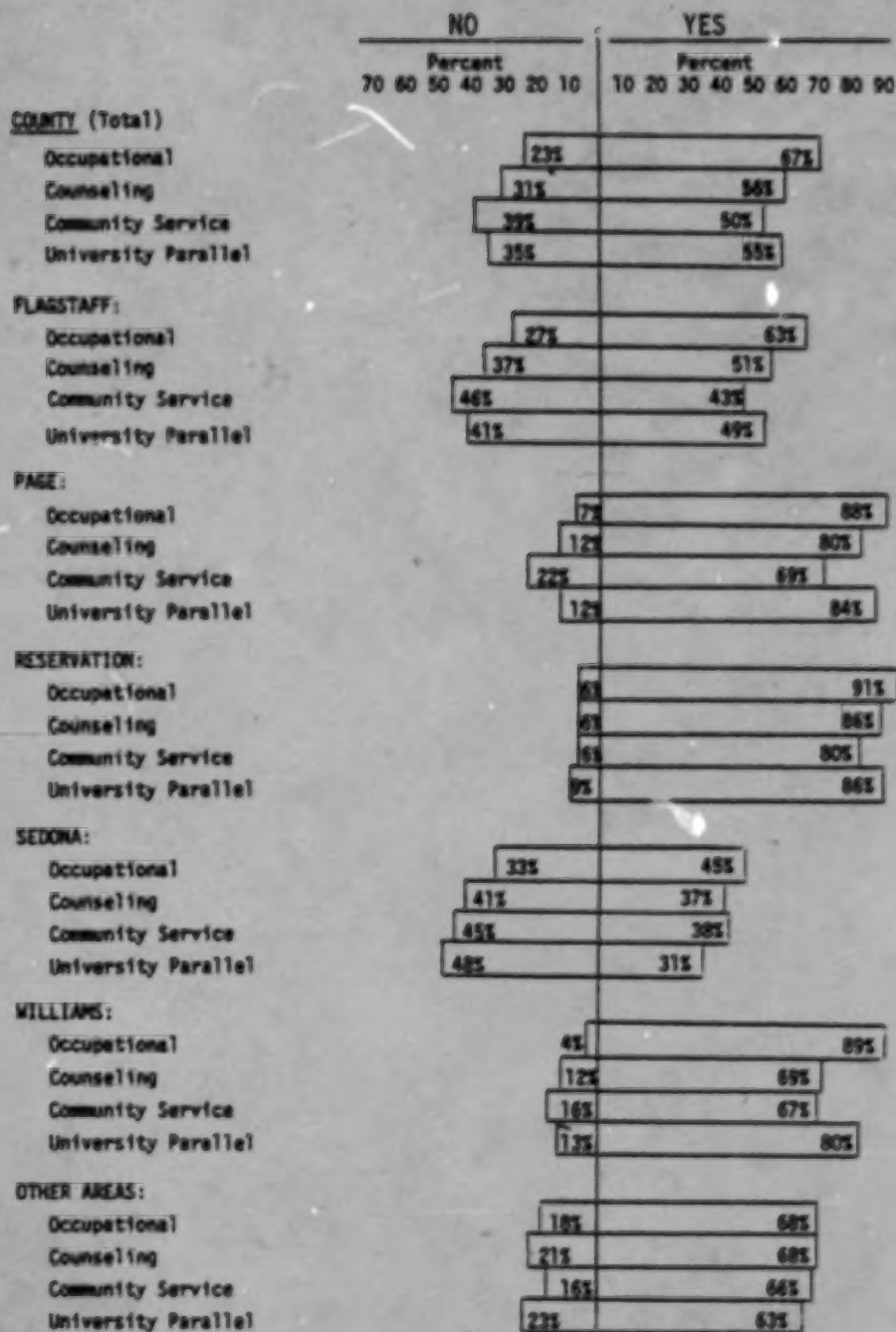
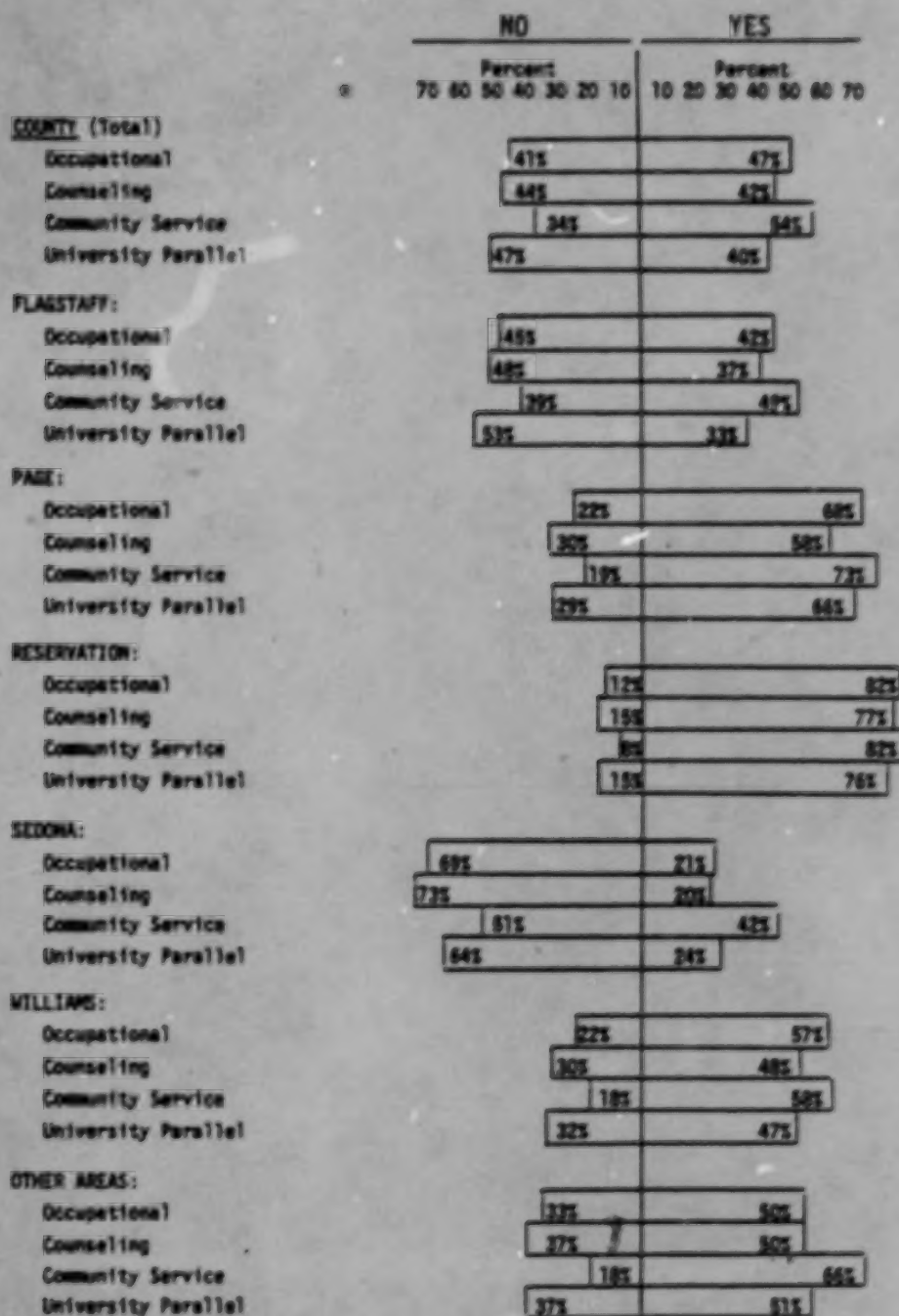


CHART B

Would Family Member be Likely to
Take Advantage of Service?



term community service courses. This is borne out by the fact that by far the largest proportion of the respondents in the county ranked occupational education as the most important function of the community college, but the largest (54%) proportion of those who would enroll indicated they would do so in community service courses.

The respondents also felt that the greatest unmet need was for occupational education and comments from the survey frequently cite job related education as the primary need.

Again the importance of each potential service varied from community to community within the county.

We do not interpret these results as suggesting that career counseling and placement, and university parallel programs are not important or needed. Obviously the earlier evidence suggests that there is high interest and potential enrollment in all areas. But when voters were asked to rank the importance of each potential service, they identified occupational programs as the priority need.

Use of Existing Educational Services

A relatively high percentage of the respondents (or their families) had made use in the past 2 years of one or more educational services of the type offered by a community college. Of the total sample, 34 percent had taken NAU courses, 22 percent public school courses, 17 percent Yavapai community college extension courses, and 5 percent had taken courses at another Arizona community college.

The most typically voiced comment among those who did not support establishing a community college was that the services were, or should already be, available from existing institutions.

Summary of Voter Survey

There is a high level of interest in the services a community college would offer with a large proportion of the respondents believing there is an unmet need for community college type services and a large proportion indicating the likelihood they would participate in such services if they were available.

The greatest interest is in the areas of occupational education and community service courses. The level of interest and program priorities differ between communities and must be considered should a community college be developed to serve the communities of Coconino County. Further, if a community college were established, care must be taken to avoid duplication of these services which are currently meeting the needs of Coconino County residents.

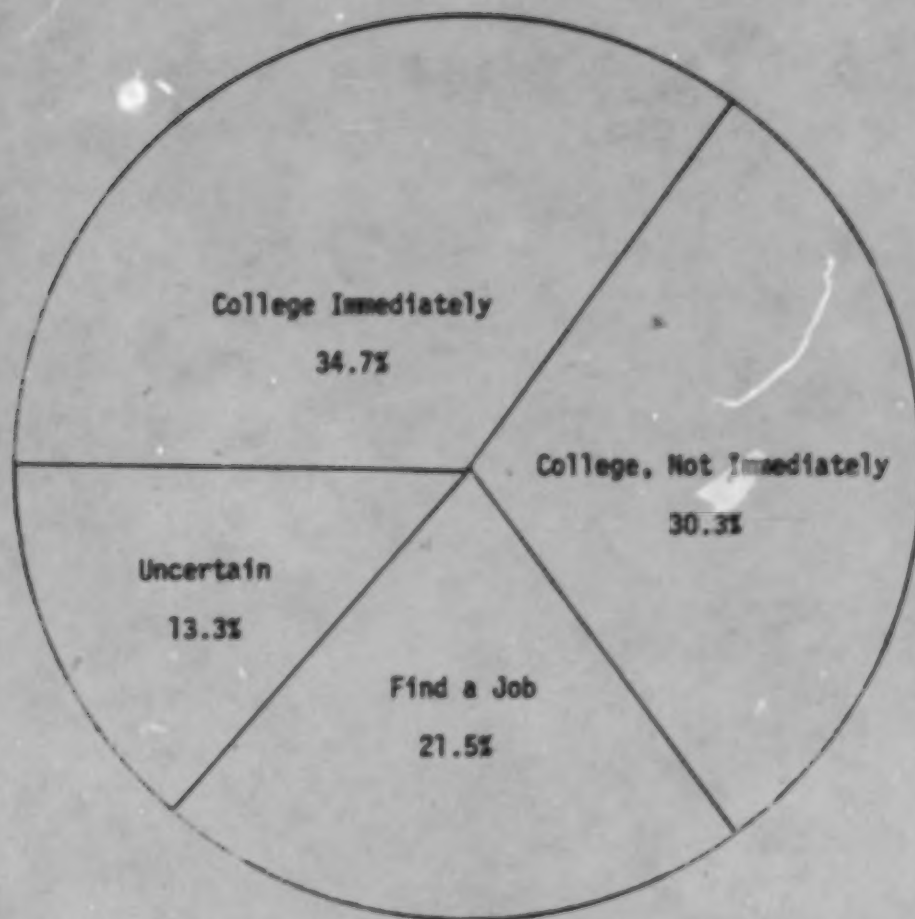
HIGH SCHOOL STUDENTS SURVEY

College Attendance Plans

A little more than a third (34.7%) of the high school juniors and seniors who responded to the survey indicated plans to attend college immediately after completing high school. Another 30 percent indicated plans to attend college, but not immediately after graduation. Chart C displays these results. Thus almost 2/3 of the respondents intend to go to college, but nearly one half of this group does not plan to do so immediately. This tendency to delay college entrance is nationwide. When the individual does decide to attend college, family and employment responsibilities are often a

CHART C

Plans After High School



major consideration. Any community college in Coconino County should design its programs and services so as to be accessible to individuals with job and family obligations.

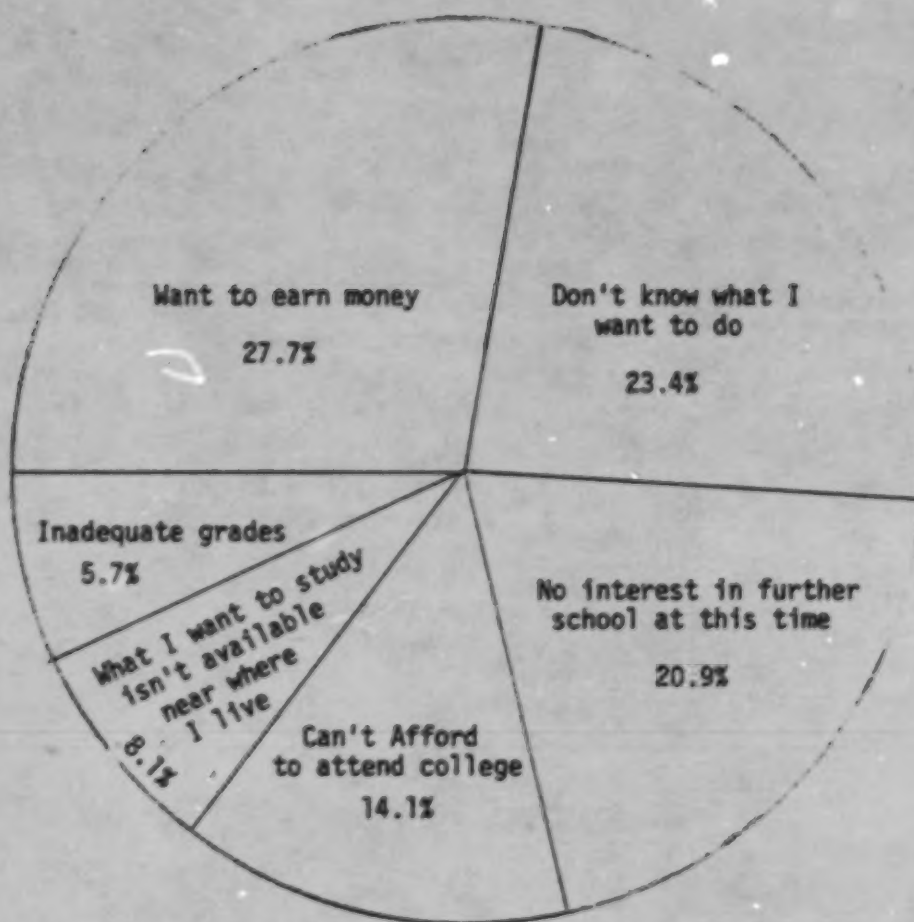
Reasons for Not Attending College

Chart D graphically depicts the reasons high school juniors and seniors gave for planning not to attend college. It's useful to divide the reasons given into two groups, group 1 being those which a community college might address directly and group 2 those reasons which are largely independent of what a college might do or offer. A community college, if created, could address the needs of those who, (in group 1):

1. "Don't know what they want to do" (23.4%)
through career counseling, work experience and similar programs.
2. "Can't afford to attend college" (14.1%) through such means as minimum tuitions, judicious use of financial aid funds and through the design of programs that allow students to work and attend college simultaneously.
3. "Inadequate grades" (5.7%) through remedial and developmental programs and academic counseling designed to overcome academic deficiencies and generate greater motivation through academic success.

CHART D

If You Don't Plan to Attend College, Why?



Inadequate Grades	5.7 %
Not Available Near Me	8.1 %
Can't Afford	14.1 %
Don't Know What I Want to Do	23.4 %
Total	51.3 %

4. "What I want to study isn't available near where I live" (8.1%) through carrying classes and programs to people where they live and work through the use of mobile units, temporary educational facilities, and outreach centers in the communities that might be served by a community college.

In group 2, those who "want to earn money" (27.7%) and who have "no interest in further school at this time" (20.9%) may be candidates for job upgrading and on the job training programs or may be interested in community service courses at a future date, but they are less likely to be immediate participants in a college's programs.

Type of Institution Students Plan to Attend

Of 1702 responses to the question "What do you plan to do after high school?" 1108 (65%) indicated they would attend college (either immediately or not immediately). To the question "If you plan to go to college, what type of institution are you considering attending?" the respondents indicated one of the following as a first, second, or third choice:

- *
420 (38%) A community (two-year) college
- 768 (69%) A university in Arizona
- 474 (43%) A university in another state
- 509 (46%) A vocational, business, or technical school
- 64 (6%) Another type of institution

*As a percentage of those who planned to go to college

By far the largest preference is for an Arizona university. Even when coupled with the next question which asks "If a community college existed in Coconino County, at a convenient location, would you attend," it remains difficult to predict what proportion of the County's high school graduates would actually attend a local community college. Chart E shows the answers to this question.

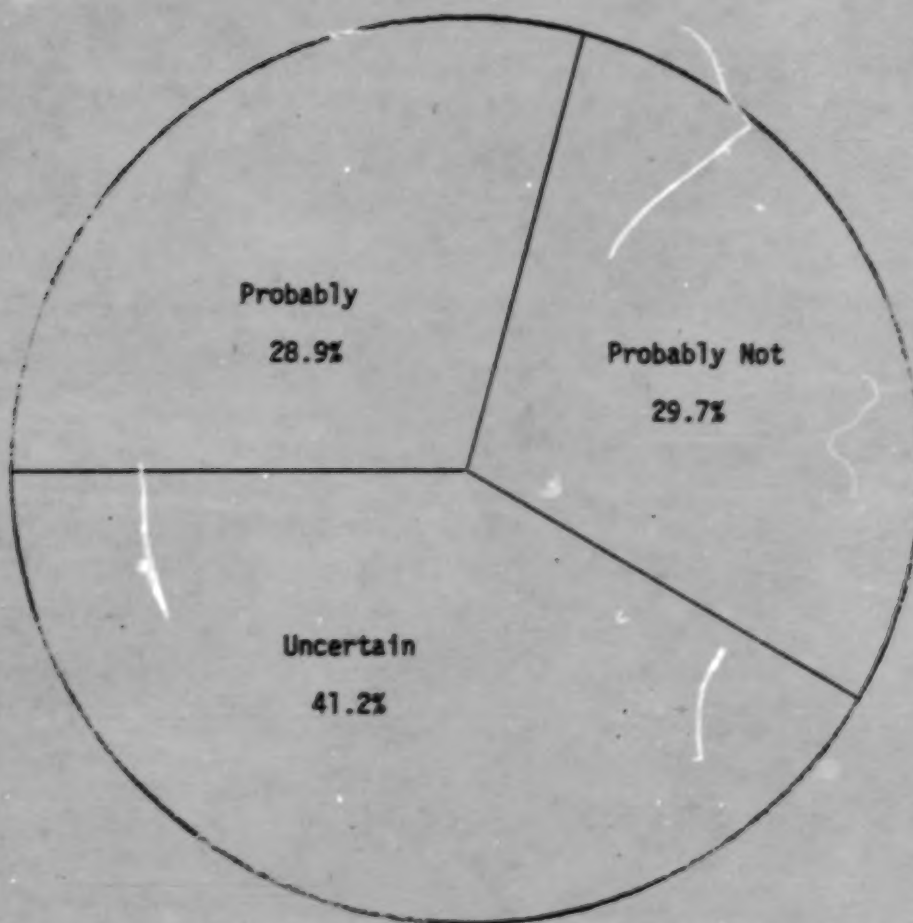
It is not surprising that in the absence of a community college most college bound high school graduates select another institution, usually an Arizona university. A more useful determination could be arrived at by selecting just those students who indicated plans to attend college and tabulating them according to whether or not they would "probably attend" a local community college.

We can assume that a community college in Coconino County would strongly attract high school graduates.

1. Who now plan to attend a community college in another county.
2. Who now plan to attend a vocational, business or technical school.
3. Who currently do not plan to attend college because they
 - a. can't afford to attend
 - b. don't know what they want to do
 - c. have inadequate grades
 - d. what they want to study is not available near where they live

CHART E

If a Community College Existed at a Convenient
Location, Would You Attend?



We would also expect that some recent high school graduates currently planning to go to Arizona universities would find a local community college an attractive starting point for their studies. There is no clear evidence to determine how this would impact freshman and sophomore enrollments at Northern Arizona University. Typically the community college attracts many full time students with occupational training interests or those who plan to get a baccalaureate degree but who lack, at the time of their enrollment, the skills needed for academic success in a university program. When they gain the skills needed, they then transfer to the university to pursue their degree. In this way the community college becomes a "feeder" institution to the university, attracting students who otherwise would not attend or succeed in college and preparing them for success at a university.

Program Preferences

A summary of the preferences of the respondents for particular programs is shown on Chart F. This information could be useful in program planning should a community college come into existence in Coconino County.

Summary of High School Junior and Senior Responses

Almost two-thirds (64%) of the county's Juniors and Seniors who responded to the survey indicated plans to attend college. About one-third of this group (30% of the respondents) plan to delay beyond "immediate" attendance after high school, suggesting that any college service serving Coconino County should adapt its programs to the needs of the more mature student in the future.

CHART F

High School Jr. and Sr. Program Preferences

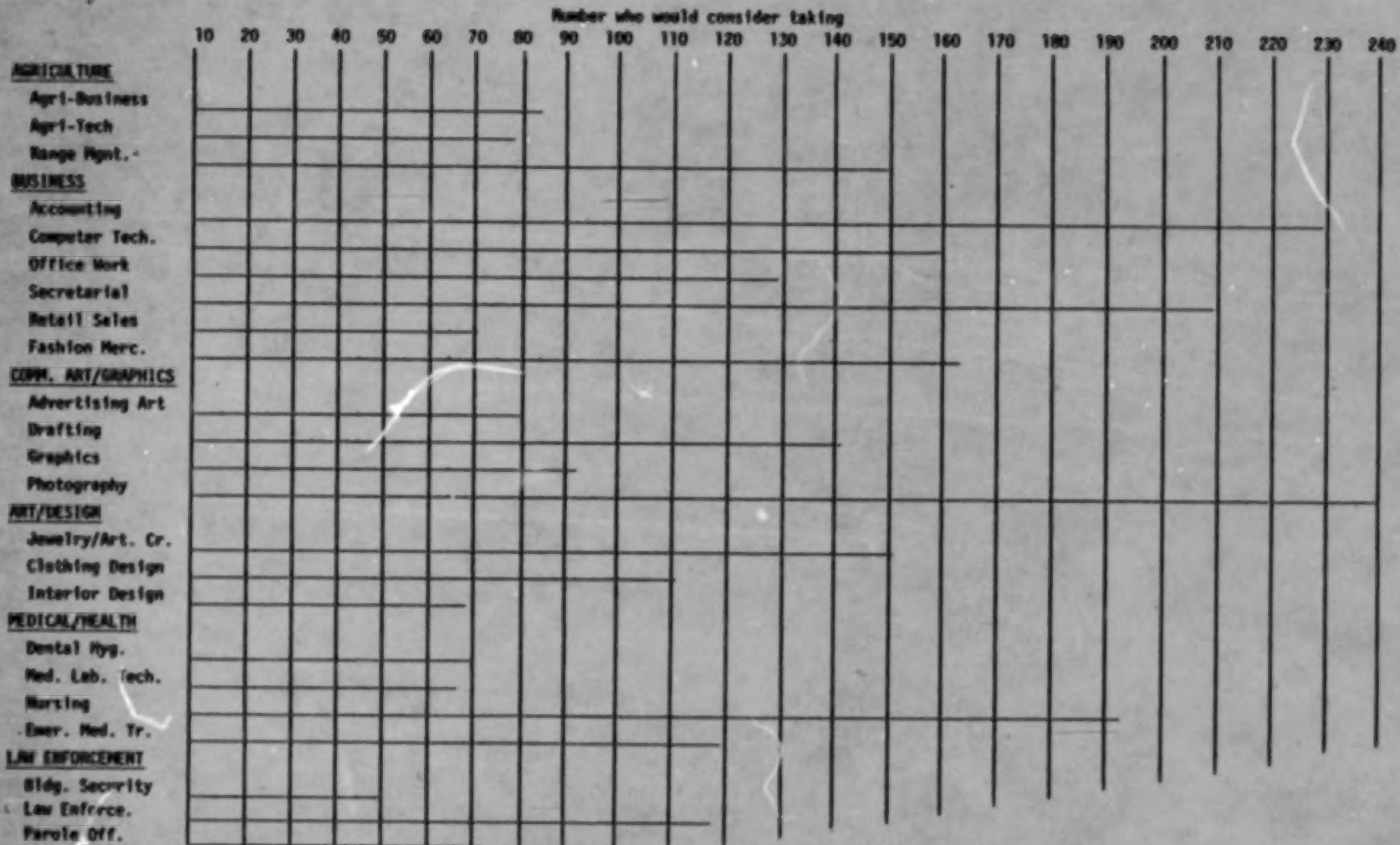
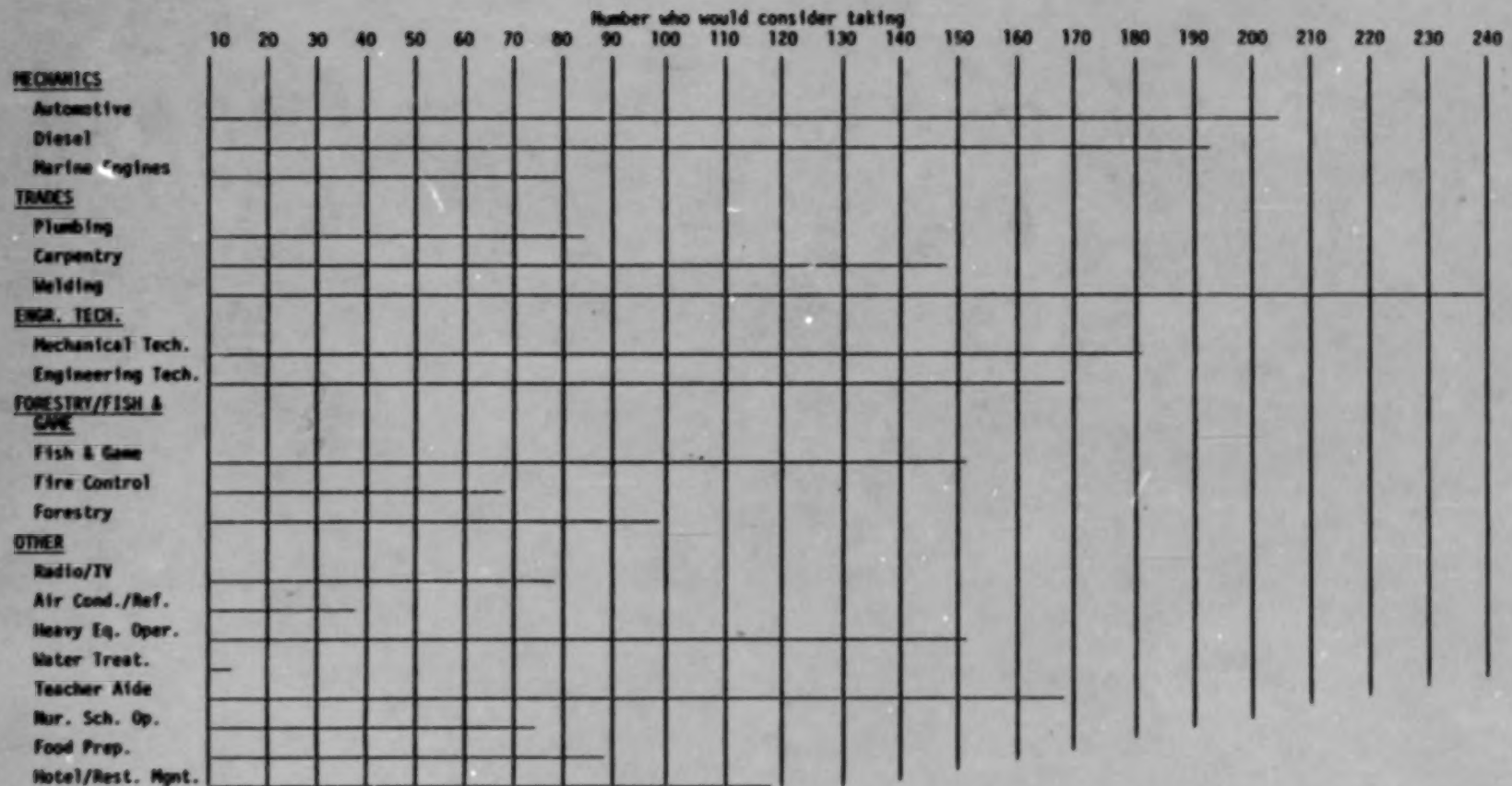


CHART F (Continued)



We also suggest that more than half of those planning not to attend college could find the barriers preventing their attendance reduced at a community college.

In the absence of a local community college, high school Juniors and Seniors who plan to attend college select an Arizona university by a wide margin over other alternatives.

A Word of Caution

Two notes of caution should be expressed regarding the results of the high school survey. First, it is typical for more than half of the respondents to surveys of this type to change their plans after graduation. Second, as noted earlier, recent high school graduates represent a declining proportion of community college enrollments. It is certainly as important to know the needs and preferences of adults or high school graduates and older adults.

BUSINESS SURVEY

The business survey was returned by 316 firms in Coconino County. Seventy-six percent of the respondents had fewer than 10 employees, 20 percent had 10 to 80 employees, and 3 percent had more than 80 employees. The data we received did not break down the responses by size of business or by locale. We believe this would be a useful analysis if available so that a clearer picture of the needs of different size businesses in different parts of the county could emerge.

Need

Almost one half (48%) of the respondents indicated they had difficulty finding qualified employees and 61 percent indicated they would like present employees better trained. The vast majority indicated a "moderate" or "high need" for "short term training sessions on specific needs" or for "special courses for upgrading and/or developing new skills." There was substantially less interest in "courses leading to a college degree." Table 4 displays the responses.

TABLE 4

Need for Each of the Types of Training Listed for Employer and Employees as Determined by Respondents

	Need (in %)		
	High	Moderate	Low
Short term training sessions on specific needs	27	40	33
Special courses for upgrading and/or developing new skills	29	40	31
Courses leading to a college degree	6	19	76

Location

The majority of employees did not identify their business location as a "good" or "satisfactory" site for training. This is not surprising in view of the large number of smaller (fewer than 10 employees) businesses in the sample. The large majority of the respondents felt that a "college

or university campus", an "elementary or secondary school" or "anywhere with easy driving distance" would be "good" or "satisfactory" as a training site.*

TABLE 5

Location Preference for Holding Courses for Employees

Location Preference	Good	Satisfactory	Poor
A. At my business location	23	20	58
B. Anywhere within easy driving distance	36	51	13
C. At an elementary or secondary school . . .	38	46	17
D. On a college or university campus	40	39	21

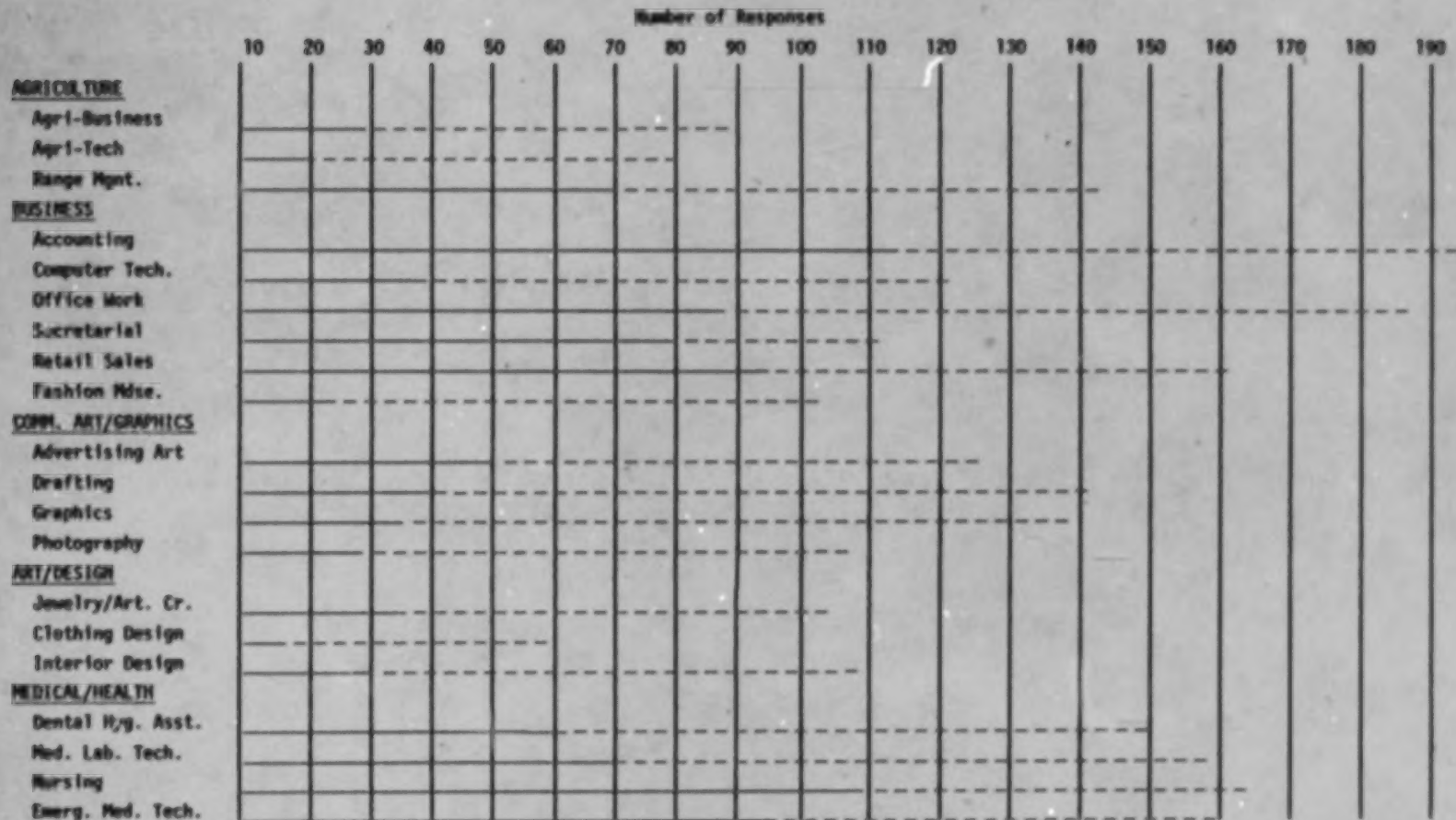
Importance of Specific Skills To
Coconino County Business and
Industry

The respondents indicated the importance to Coconino County business of 42 skills. Chart G displays their responses. Skills in accounting, nursing, law enforcement, and automotive maintenance were among those identified as most critical. In addition, 14 of the specific

*It's possible that analyses of responses to this question, by size of business would reveal important differences between larger and smaller businesses.

CHART G

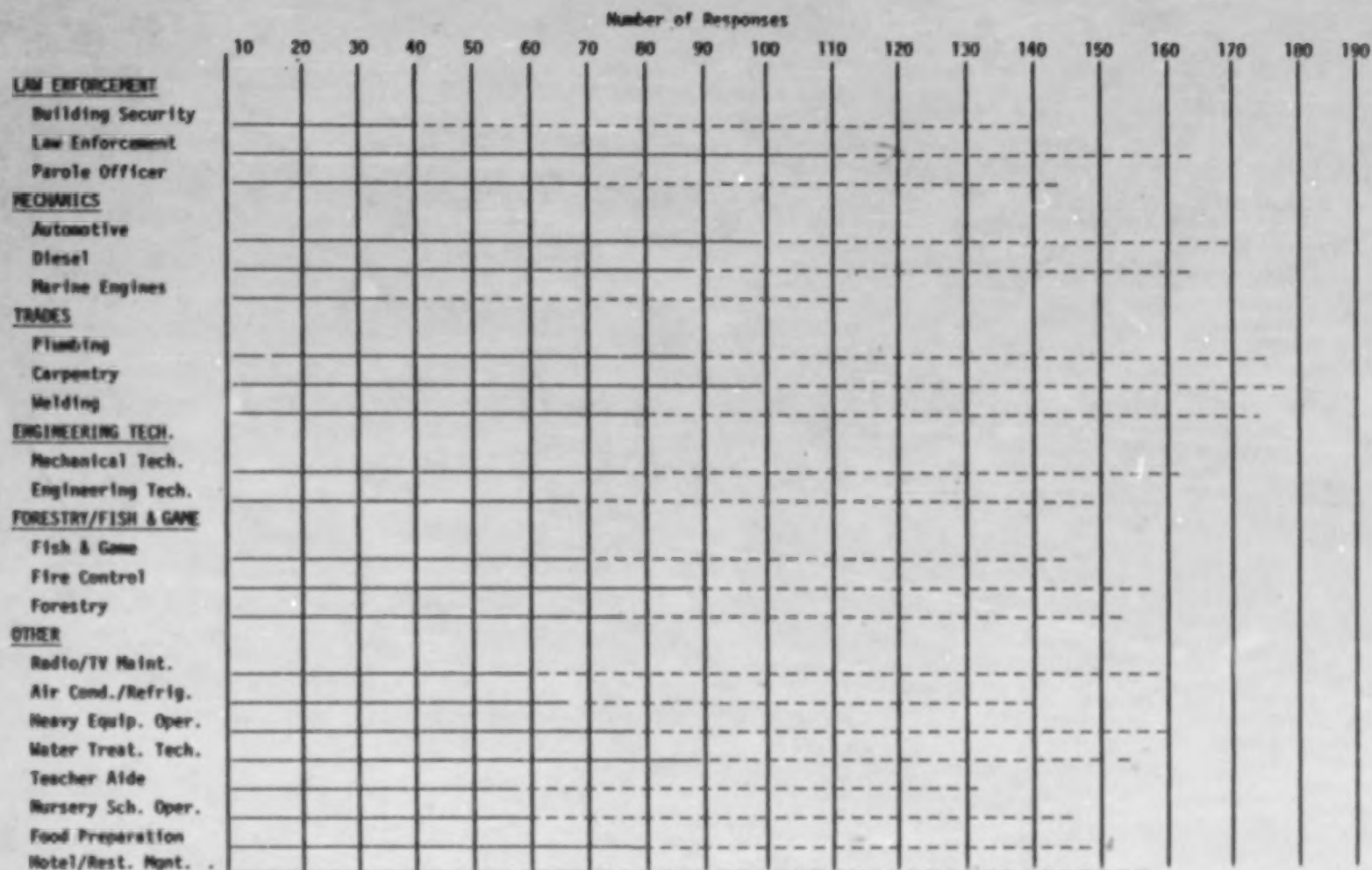
Importance of Specific Skills to Coconino
County Business and Industry



LEGEND:

Critical Important but not critical

CHART G (Continued)



skills were considered as "important" or "critical" to more than one half of the respondents.

Summary of Business Survey

A majority of the respondents (61%) would like present employees better trained in specific skills. The greatest need was for short term training sessions on specific needs or special courses for upgrading or developing new skills. Courses which lead to a college degree were considered significantly less important.

The preferred site for holding courses for employees was simply "anywhere within easy driving distance" with a college, university, elementary or secondary school also considered as a satisfactory site. Training on the employer's premises was not preferred by the majority of respondents.

CONCLUSION

The results of the surveys would indicate the existence of an unmet need for additional educational services in Coconino County of the type a community college could offer. The general population survey, the results from high school students and the survey of area businesses and industries all support this conclusion. Although it is clear the extent of the need varies from community to community as would be expected from the distribution of educational services, it appears significant that a majority in all areas of the county see the need for more services. This is not surprising when one considers Coconino County has to this

point chosen not to establish a community college which under Arizona law and tradition has been defined as the type of institution to provide the services which currently are lacking.

SECTION IV

ALTERNATIVES FOR MEETING EDUCATIONAL NEEDS IN COCONINO COUNTY

The purpose of this section of the report is to explore those alternatives which in the best judgment of the consultants seemed feasible as alternative responses by Coconino County residents in terms of the data previously presented. We have tried to be as objective as possible in presenting the alternatives. Our evaluation of the merits of each alternative appears in Section V.

We considered only those alternatives which are consistent with Arizona law and with the history of the State in providing educational services. Arizona has one of the best records of meeting the educational needs of its citizens of any state in the union. Arizona consistently ranks at or near the top of every national comparison of the efforts of states to meet the post-secondary needs of their residents. For this reason it did not seem desirable to speculate about what could be accomplished if the law was changed. From our perspective any change in the law would be most likely to represent a step backward from a code that has served the needs of Arizona residents in many diverse settings extremely well.

For this reason we have not considered one of the alternatives identified by the Committee, the development of a new college within NAU. From our perspective NAU is one of the state universities with a statewide

governing board and funding provided by the Legislature. The Board of Regents could have established a new college at NAU in the past any time it wished to do so. It may establish one in the future at its pleasure. Establishing a new college and securing funds from the Legislature for its operation are two separate matters. Unless State Law and tradition are altered any new college at NAU would have to respond to a state rather than local mission because it would be funded with state money. While it is true that this alternative may be feasible in New Mexico which has no state community college system or in Kentucky which has a system that operates as a division of the University of Kentucky, this alternative does not seem feasible in Arizona with its different legal structure and history.

Alternative 1: Maintain Existing Arrangements

Under Alternative 1 Coconino County would seek to meet its educational needs through continuing to encourage NAU to expand its offerings and to make them more accessible to area residents. Yavapai College would continue the course offerings it currently provides in various locations around the county. The County Supervisors would be expected to continue the support they now provide for community college services and to expand this support as the demand increases. Presumably NAU and Yavapai College would be encouraged to execute some variation of the proposed agreement to define respective responsibilities so as to avoid undesirable competition. Community school programs and vocational programs would continue to address those needs within the

scope of their resources. Educational programs and services would remain as they now exist with whatever evolutionary growth that might occur within the scope of existing resources.

Under this alternative enrollments would remain pretty much as they now exist. There should be little expectation of a significant expansion of services or programs because there would be no corresponding assurance of any arrangement that would produce additional funds. There would be no new costs to the taxpayers of Coconino County.

Alternative 2: Establish a Joint Community
College District with Yavapai County

(We considered the possibility of a similar arrangement with Navajo County but given current relationships, distances and other factors, Yavapai seemed the more likely arrangement. With certain obvious qualifications, the parameters of the solution with Navajo County would be very similar to the one for Yavapai). This would involve the development of a district office and the establishment of a main campus and satellite centers in Coconino County. Or as an option, the decision might be to use the campus in Prescott and provide services in Coconino County as outlined in Alternative 4. Under either arrangement it would be necessary to assume a proportionate share (based on net assessed valuations) of the costs for any Yavapai College indebtedness outstanding for physical plant or equipment. Services provided by the joint community college district would be determined by a five member local Board comprised of three Coconino County residents and two Yavapai

County residents. The implementation of this Alternative would require a positive vote by the residents of both counties.

The educational programs and services would be those of a comprehensive community college as previously described in Section I. The combined populations of the two counties (121,700) as well as their merged net assessed valuations (\$529,808,000) would provide a substantial base for offering services. We see only limited differences in terms of enrollment, physical facilities and costs between Alternatives 2 and 3. Under either arrangement it would not be necessary for Coconino County to duplicate expensive programs where Yavapai County facilities are already adequate to serve the training needs of both counties. Under either arrangement it would be necessary to provide facilities, administrative and support staff and teaching faculty in Coconino County. The economics involved in joint operation would be offset at least partially by the need to have a district administration in addition to campus administrators and by the need to assume responsibility for part of Yavapai College's bonded indebtedness.

If a traditional community college district is established in Coconino County either as a separate district or as part of a two-county operation, the credit course enrollments for the first five years are estimated in Table 5. These projections were derived from a study of the enrollments during the initial years of the community colleges in Arizona especially Mohave, Pinal, Yavapai and Arizona Western. The percentage FTSE enrollment is to the population of these counties five years after opening was found to be as follows:

Mohave Community College District	3.1%
Pinal Community College District	2.9%
Yavapai College	3.9%
Arizona Western College	2.8%

Since none of these community colleges have a university located within their service area, we felt it necessary to make a downward adjustment in estimating enrollments for a community college in Coconino County. A percentage of 2.0 and a projected population of 90,000 was used to arrive at the five-year FTSE estimate of 1800.

TABLE 6
Enrollment Projections: Alternatives 2 and 3
Credit Courses

Year of Operation	Full-time Students	Part-time Students	Head Count	FTSE* Students
1	300	1,700	2,000	700
2	450	1,900	2,350	1,050
3	600	2,100	2,700	1,400
4	700	2,300	3,000	1,600
5	800	2,500	3,300	1,800

*Full-time students = 12 semester units or more per term.

Costs for Alternatives 2 and 3

We assume a comprehensive program and an expenditure of approximately \$9,000,000 for Phase 1, acquisition and construction of a physical plant. (Note: The costs of constructing a physical plant for 2,000

students would probably not be less than \$15,000,000 whether the campus was in one or several locations. We assume that the campus would be constructed in phases, however, and that the costs might not be a factor in the first five years, depending on how fast the planning was accomplished. We have shown estimated costs of amortizing a \$9,000,000 bond issue in years 4 and 5 primarily to provide some indication of total impact). Table 7 provides information on the estimated costs of Alternatives 2 and 3. Table 8 translates information from Table 7 into total costs and a projected tax rate based on projected net assessed valuation for the next five years as developed by the Committee. The costs overstate local share because of a failure to include tuition, fees, federal grants and other income. The result of including these would be to reduce the tax rate by \$.01 to \$.03. In Table 8 we show a tax rate reaching \$.84 by 1982. Given the net assessed valuation of Coconino, this is probably realistic. In 1976-77, the tax rate for existing Arizona Colleges ranged from a low of \$.67 in Pima County to a high of \$1.35 in Yavapai. The mean tax rate on June 30, 1977 was \$.99.¹ However, as previously noted other districts are not as wealthy on a per capita basis as Coconino. Further, age of the College is an important consideration. For example, the newer colleges in Mohave and Navajo have rates of \$.70 and \$.84 respectively for the most recent year.

¹Source: Arizona Community Colleges Annual Report to the Governor, 1976-77.

TABLE 7

Estimated Costs of Establishing a Traditional
Community College in Coconino County

Year	FTSE Enrollment	Cost Per FTSE (Operating)	Total Operating	State Aid Operating	Local Cost Operating	Total Capital	Total Debt Service	State Aid	Local Cost Capital and Debt Service
1	700	\$ 2,000	\$1,400,000	\$ 538,832	\$ 861,168	\$ 430,000	---	\$ 94,500	\$ 335,500
2	1050	2,100	2,205,000	796,248	1,408,752	370,000	---	141,750	228,250
3	1400	2,200	3,080,000	981,664	2,098,336	325,000	---	189,000	136,000
4	1600	2,300	3,680,000	1,087,616	2,592,384	300,000	\$ 600,000	216,000 500,000*	184,000
5	1800	2,400	4,320,000	1,193,568	3,126,432	250,000	600,000	243,000	607,000

* Assumes receipt of legislative approval for one-time payment of \$500,000 per campus (state law).

NOTE: These costs would level out as enrollment approached 2,000 FTSE; the level we would see are representing maximum enrollment potential for these alternatives in the next decade.

TABLE 8

Total District Costs and Estimated Tax
Rate for Alternatives 2 and 3

Year	Total Local Costs	Tax Rate*
1978 (1)	\$1,196,668	\$.32
1979 (2)	1,637,002	.41
1980 (3)	2,423,336	.59
1981 (4)	2,776,384	.65
1982 (5)	3,733,432	.84

*Projections furnished by the Committee indicate one cent of tax levy will raise the following amounts in each of the years indicated.

1978 - \$37,200	1981 - \$42,900
1979 - \$39,500	1982 - \$44,600
1980 - \$41,000	

To calculate tax, take cash value of property X .15 (ratio of assessed value to full value) ÷ 100 x tax rate - (For 30,000 house, $30,000 \times .15 = 4,500 \div 100 = 45 \times .32 = \$14.40$ for 1978).

Alternative 3: Establish a Separate Traditional
Community College District for Coconino County

Such an institution would need a campus probably located in the southern part of the county to reflect the population distribution. Satellite facilities would be located near other population centers. The district would be formed after approval by a majority of the voters voting in an election called for this purpose. The district would be governed by a five member board comprised of Coconino County residents elected from precincts established to reflect the one person, one vote rule of the Supreme Court. A separate election would be required to pass on any proposals for construction involving the issuing of bonds.

Services would be as comprehensive as student interests and financial resources would permit. Logically, the College would not duplicate courses or programs offered by NAU except where necessary to serve those not eligible for NAU programs. Similarly, expensive programs would not be established where adequate educational opportunities were available through sending students to other community colleges.

Residence halls would be required for students who wished to attend special programs which could be offered only on the main campus. As previously noted enrollment projections and cost estimates for Alternative 2 are sufficiently similar to make it unnecessary to develop special figures for this alternative.

Alternative 4: Establish a Separate Non-
Traditional Community College District
for Coconino County

Such an institution would require the same initial steps as for the traditional community college. It would be necessary to have a vote

of the County residents to establish a district. The district would be approved by a five member board initially appointed and subsequently elected from designated precincts. The non-traditional college would require an administrative staff, a support staff and a faculty. Facilities for a district office and an instructional resource center and library would have to be leased or constructed. It would be necessary to lease offices, modest support facilities and classrooms and laboratories in each location where services were to be offered.

The focus of the non-traditional community college would be upon delivering high quality programs and services wherever they were needed in the County. The normal campus with its residence halls, athletic facilities and fixed laboratory and classroom facilities would not be constructed. In their place would be bookmobiles, mobile laboratories where these could not be leased and heavy emphasis on individualized instruction. Teachers would be hired with the expectation they would be willing to travel around the county rather than teaching in a single location. It would be very important to hire full time faculty, otherwise, the results would be no different than the current out-reach efforts of Yavapai College.

In addition to an administration and faculty employed because of their commitment to the non-traditional concept it would be very important to employ instructional development specialists to develop individualized instructional materials and delivery systems. While there is already a considerable amount of experience with the concept at such places as Whatcom Community College, the Community College of

Vermont, the Agricultural Extension Division of the University of New Hampshire and Grand Valley State Colleges in Michigan, this is a difficult approach to implement well and would need a high level of commitment and competence. The non-traditional approach would have a major asset in the proximity of NAU with which it could contract for a number of the programs and services needed.

If a non-traditional community college was established in Coconino County, it seems likely that the full time student equivalent enrollment during the initial years of operation would be approximately the same as for the traditional college. Thereafter the FTSE enrollment would be less. The absence of a traditional campus setting and such extracurricular activities as athletics would cause recent high school graduates to seek a university or traditional community college setting. Conversely, it is estimated that more County residents would be served through the non-traditional approach and therefore we would expect a higher headcount. The estimated credit course enrollment figures are presented in Table 9.

TABLE 9
Enrollment Projections: Alternative 4 Credit Courses

Year of Operation	Full Time Students	Part Time Students	Head Count	FTSE* Students
1	250	1,950	2,200	700
2	325	2,300	2,625	1,050
3	400	2,550	2,950	1,200
4	450	3,000	3,450	1,350
5	500	3,400	3,900	1,500

Full time students = 12 semester units or more per term.

Costs for Alternative 4

We assume the non-traditional college will respond to all of the needs identified in the surveys as well as to appropriate new needs as these emerge. The operating costs of a non-traditional community college which offers high quality services are likely to be somewhat greater than for the traditional college due to the higher costs of development and the emphasis upon individualized learning and mobile delivery systems. There is an offsetting reduction of costs in terms of debt service. While it might be possible to lease all of the space required, we have included a bond issue of \$3,000,000 partly to emphasize the need for core facilities. In addition we wish to indicate the lack of low cost solutions to the problems of providing educational services. In education as in other areas, you get what you pay for. Table 10 provides information on the estimated costs for Alternative 4. Table 11 translates that information into total costs and a projected tax rate. Alternative 4 is slightly less expensive than Alternative 3. However, the difference is only \$.10 when you correct for the credit carried forward from the preceding year. Given the fact that the College would be serving 300 fewer FTSE at this point in time than Alternative 2 or 3 it seems clear this Alternative should not be selected because of any anticipated savings in cost.

TABLE 10

Estimated Five Years Costs of Establishing a Non-Traditional
Community College in Coconino County

Year	FTSE Enrollment	Cost Per FTSE (Operating)	Total Operating	State Aid Operating	Local Cost Operating	Total Capital	Total Debt Service	State Aid	Local Cost Capital and Debt Service
1	700	\$ 2,200	\$1,540,000	\$ 538,832	\$1,001,168	\$ 550,000	---	\$ 94,500	\$ 455,500
2	1050	2,350	2,467,500	796,248	1,671,253	500,000	---	141,750	358,250
3	1200	2,500	3,000,000	875,712	2,124,288	450,000	---	162,000	288,000
4	1350	2,600	3,510,000	955,176	2,554,824	400,000	\$ 200,000	182,250 500,000*	(82,250)
5	1500	2,700	4,050,000	1,034,640	3,015,360	350,000	200,000	202,500	265,250

* Assumes receipt of legislative approval for one-time payment of \$500,000 per campus (state law).

Note: These costs would level out as enrollment approached 1750 FTSE; the level we would see as representing maximum enrollment potential in the next decade.

TABLE 11
Total District Costs and Estimated Tax
Rate for Alternative 4

Year	Total Local Costs	Tax Rate*
1978 (1)	\$1,456,668	\$.39
1979 (2)	2,029,503	.51
1980 (3)	2,412,288	.59
1981 (4)	2,554,824**	.60
1982 (5)	2,204,714	.74

*Projections as in Table 8 - Calculate tax on basis explained in that Table.

**Surplus Capital and Debt Service carried forward to 1982.

CONCLUSION

The alternatives described above are not mutually exclusive. A traditional college might incorporate a non-traditional delivery system. A joint college district might have both traditional and non-traditional services. Under any of the four arrangements Northern Arizona University will play an important role. If NAU has facilities it is willing to lease these should be used as long as the prices are equal to or less than other alternatives. The resources represented by the faculty, library and instructional development facilities at NAU should be fully utilized. Where NAU has the capability and willingness to enter into agreements to provide courses, programs or development services, these should be used.

Unnecessary duplication is always undesirable. Duplication, however, is not always unnecessary. NAU has many resources but these were developed to meet the needs of the University. Alternatives 2-4 require additional facilities because they assume response to the needs of a new clientele. No one should expect these Alternatives to be implemented without providing appropriate support facilities in addition to whatever assistance NAU is willing and able to provide.

Under Arizona law there is no way of guaranteeing that a community college district once formed will confine itself to one of these alternatives. It is a tenet of the community college philosophy as embodied in the law that such institutions are shaped by their locally elected district governing boards. It is neither legally possible nor would it be desirable to place constraints on a board beyond those provided in the law. There is, however, the provision for

a vote of the residents before any bonds for construction may be issued. Even if a college district is created under Alternatives 2-4, the voters will retain for themselves the right to determine in a separate election whether they wish to build buildings.

SECTION V

AN EVALUATION OF THE ALTERNATIVES - CONSULTANT RECOMMENDATIONS

The preceding sections of this report suggest a number of conclusions which need to be stated before proceeding with the evaluation of alternatives.

1. The community college is a proven quantity in the American framework for higher education. Its distinguishing characteristics include: open access, emphasis upon occupational education, counseling and guidance services, work with the educationally disadvantaged and a commitment to life long learning. Because of local control and local funding it has proven to be particularly effective in responding to the needs of people of widely different interests, backgrounds, ages and educational preparation.
2. Arizona has selected the locally controlled, locally funded community college as the approach it will use to meeting those educational needs not addressed by the State controlled, State funded universities. Arizona has excellent community college legislation as evidenced by the results achieved by those nine of its counties that have chosen to establish districts.

3. Coconino is a relatively wealthy and fast growing county. It can well afford to support a community college without excessive costs to its taxpayers. Counties in other parts of the state with less resources are meeting community college needs through local effort and local funds. If Coconino County decides to address local needs through local taxes, this should be done within the established legal structure which preserves local control through a board of trustees elected by the residents.
4. Coconino County is fortunate to have Northern Arizona University. However, neither the efforts of the University or of Yavapai College have fully satisfied those needs normally addressed by a community college for residents of any community in the county.
5. Coconino County needs more opportunities in career education and in baccalaureate parallel education. There is also a need for counseling services and a readiness to support more community service offerings. High school graduates feel the need for more and different types of opportunities. Business and industry require more skilled personnel and would like to have additional training for existing personnel.

Based on these conclusions, the following alternatives were identified and costed out. We deliberately avoided dealing with alternatives that would require changes in Arizona law, were inconsistent with the way the State has chosen to organize for providing post-secondary

educational services or which do not appear practical due to their lack of success in other settings or their dependence upon forces external to Coconino County for meeting essentially local needs.

Alternative 1: Maintain Existing Arrangements

This alternative would appear to have only one major advantage. It is the least expensive of the four. Its disadvantages involve a continuing failure to address the documented needs of Coconino County residents for post-secondary educational services. We do not recommend this alternative.

Alternative 2: Establish a Joint District

The advantages of this alternative involve the establishment of a capability for providing community college services in a reasonably economical manner. The populations of the two counties and their combined tax basis would provide excellent resources for a very comprehensive institution. A single college would realize some economics of scale. The experience of Yavapai College administrators including their work in providing services to Coconino County would immediately be placed at the disposal of Coconino County. Since it is easier to expand an existing institution than to establish a new one, this approach could be implemented with the least delay.

The disadvantages include the political problems that might develop in attempting to bring together two counties at much different stages of development. Yavapai County voters may be reluctant to relinquish control of their established institution to Coconino County

which would have the majority of board members in any merged district under state law. Coconino County voters may be reluctant to assume responsibility for a proportionate share of Yavapai College's bonded indebtedness given the distant location of the facilities. Finally, the distances involved might well reduce to the vanishing point any savings resulting from the merged operations.

Dispite some significant advantages, the consultants advise approaching this alternative with considerable caution. Given the fact that both counties have sufficient resources and adequate population to support their own colleges, this may well be the more advantageous route, particularly if there is consideration in the development of Coconino programs to avoid unnecessary duplication.

Alternative 3: Establish a Separate
Traditional College District

The advantages of this alternative in terms of programs and services would be very similar to those identified for Alternative 2. In addition there would not be the political problems associated with that solution. Clearly a community college would address the needs found by the survey. There is little reason to suppose it would not be as successful as the colleges established in other counties.

The disadvantages would be a consequence of the characteristics of Coconino County. Inevitably, there would be controversy about the location of a campus. Just as inevitably, the issue would have to be resolved on the basis of population distribution with the result that some areas of the county might find themselves not much better served

than at present. Placing a campus in the Flagstaff area would compel the development of dormitories and undoubtedly be accompanied by the growth of all of the activities of a full fledged campus including athletics.

There can be little doubt that such a solution would adversely affect enrollment at NAU at least temporarily. Of course, NAU's interests are not a justification for denying educational services to people who need them. However, unnecessary duplication ought to be avoided whenever possible. Perhaps a more significant disadvantage of this approach is the failure to address adequately the needs of citizens in the northern part of the county who already have fewer opportunities than their counterparts in the Flagstaff area. The consultants recommend approaching this alternative with caution also.

Alternative 4: Establish a Separate
Non-traditional Community College
District

This alternative while providing many of the same advantages as Alternatives 2 and 3 escapes the major disadvantage of 3, location of the campus. A non-traditional college as previously noted requires offices and instructional support facilities and clearly those should be in the Flagstaff area to take advantage of the assistance NAU could provide. At the same time, all of the college's resources could be diverted to developing and delivering programs and services where they are needed.

By making an early decision and a subsequent commitment to the voters to avoid the development of a central campus and residential

facilities much of the possibility of unnecessary duplication is eliminated. Since traditional college students are likely to continue to attend where they find the traditional college environment, the possibility of adverse impact on NAU should be minimized. At the same time the focus of the college would be upon the adult, the group that has the greatest need for educational services in the next two decades.

A decision to accept this alternative would also mean the more equitable distribution of services. The use of mobile laboratories and service vans as well as traveling teachers would avoid some of the problems of traditional out-reach activities with their reliance on the indigenous part-time teacher and borrowed facilities.

The disadvantages of this approach relate to its inability to provide services to the traditional college student which the survey shows to be well represented in Coconino County but inadequately served. The use of educational contacts with NAU might help to resolve this problem.

A second disadvantage relates to the difficulties of implementing this approach. There are few models of this mode of operation and a limited number of professionals who have had experience with it. The successful use of this alternative would demand a high quality planning effort, the careful selection of personnel and continuous monitoring activities by the community and its elected board.

RECOMMENDATION

Based on our limited knowledge of Coconino County, we see Alternative 4 as the most viable approach for meeting the post-secondary educational needs identified in Section III. The level of need combined with the projected growth of the County would seem to suggest the wisdom of initiating an appropriate response now. We hope the information contained in this report will be useful to the Committee and to the people of Coconino County as they plan for their future.

UNIVERSITY OF CALIF.
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